

Message Text

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FOLLOWING REPEAT ABIDJAN 4507 ACTION SECSTATE INFO NOUAKCHOTT
DAKAR BAMAKO OUAGADOUGOU NIAMEY AND NDJAMENA 30 MAY 75

QUOTE

UNCLAS ABIDJAN 4507

AFDROUGHT

AIDAC

EO 11652 N/A

SUBJ: UNICEF WEST AFRICA ICSM PROGRAM

REFS: A) STATE 067641 B) ABIDJAN 3633 :) ABIDJAN 2895 D) STATE 084005
E) NIAMEY 1390 F) NIAMEY 1908 G) OUAGA 0936 H) DAKAR 2155
I) DAKAR 1858 J) DAKAR 2343 () NOUAKCHOTT 0696 L) NDJAMENA 0776
M) NDJAMENA 1180 N) NDJAMENA 1093 O) NDJAMENA 0852 P) STATE 101851
Q) BAMAKO 1889

IN RESPONSE TO REQUEST TRANSMITTED BY AID/W PER FER A),
FOLLOWING SITUATION REPORT ON UNICEF ICSM DISTRIBUTION
IN WEST AFRICA IS SUBMITTED. COMMENTS GIVEN BELOW ARE
BASED ON CABLES RECEIVED FROM VARIOUS POSTS AS WELL AS
REPORTS DISCUSSIONS WITH PRINCIPAL UNICEF OFFICES IN
DAKAR, OUAGA AND ABIDJAN.
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1. ICSM SHIPMENTS OF ALMOST 19,000 MT TO UNICEF SAHEL
PROGRAM BEGAN DURING SPRING 1973 AND LAST SHIPMENTS WERE
LANDED IN COTONOU AND ABIDJAN DURING APRIL 1975. PURPOSE
OF PROGRAM WAS TO SUPPLY HIGH PROTEIN ADDITIVE TO DIETS

OF DROUGHT AFFECTED POPULATIONS OF SEVE SAHEL COUNTRIES. ADMINISTRATION OF PROGRAM ENTRUSTED TO THREE UNICEF AREA OFFICES IN ABIDJAN (FOR NIGER AND UPPER VOLTA), DAKAR (FOR MAURITANIA, SENEGAL, GAMBIA AND MALI), AND BRAZZAVILLE (FOR CHAD). DURING TWO YEARS OPERATION OF PROGRAM UNICEF HAS EXPERIENCED RECURRING DIFFICULTIES IN OBTAINING DATA ON UTILIZATION AND REQUIREMENTS FROM RECIPIENT GOVERNMENTS. POSSIBLY REASONS FOR THIS ARE BASED ON FACT THAT RECIPIENT GOVERNMENTS ADMINISTRATIVE CAPACITY AS WELL AS UNICEF'S THINLY SPREAD WHICH RESULTED IN SERIOUS OVER-PROGRAMMING FOR FY 1975 (E.G. ORIGINAL FY 1975 REQUEST OF ABOUT 22,000 MT WHICH WAS ULTIMATELY SCALED DOWN TO ABOUT 9,000 MT). IN GENERAL, PROGARM HAS BEEN CHARACTERIZED BY LOOSE PROGRAMMING AND MINIMAL MONITORING AND REPORTING. HOWEVER, VIEW SITUATION WHICH OBTAINED IN SAHEL COUNTRIES DURING PERIOD UNDER REVIEW, AS WELL AS OBVIOUS REQUIREMENT FOR DROUGHT AFFECTED VICTIMS, SUCH SITUATION WAS PROBABLY DIFFICULT TO AVOID.

2. BASED ON INFORMATION RECIEVED THUS FAR RFFPC FEELS IT IS DIFFICULT TO STATE THAT PROGRAM HAS SUBSTANTIALLY ACHIEVED AIMS OF FEEDING VULNERABLE GROUPS SUCH AS MCH AND PRE-SCHOOL ALTHOUGH SUCH GROUPS MAY HAVE BEEN MAJOR RECIPEINTS OF ICSM. IN VIEW PROBLEMS ENCOUNTERED IN ADMINISTRATION THIS PROGRAM, RFFPC BELIEVES THERE ARE TWO MAIN AREAS WHERE UNICEF PROGRAM, IF IT IS TO CONTINUE ICSM DISTRIBUTATIONS IN SAHEL, REQUIRES SUBSTANTIAL STRENGTHENING, NAMELY, PROGRAMMING AND REPORTING.

A) PROGRAMMING: BASED ON INFORMATION AVAILABLE IN ABIDJAN, ICSM SHIPMENT WERE MADE AS FOLLOWS:

COUNTRY	FY 1973	FY QOUR	FY 1975	TOTALS
SENEGAL	120	980		1,100
MAURITANIA	75	495	299	869
GAMBIA	291	100	391	
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CHAD	700		700	
NIGER	1,624	3,410	5,034	
MALI	125	2,620	3,540	6,285
UPPER VOLTA		1,200	3,134	4,334

TOTALS	320	7,910	10,483	18,713
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CECTAIN QUANTITIES OF THE ABOVE WERE DIVERTED FROM SENEGAL, GAMBIA, CHAD (ABOUT 495 MT) TO MALI AND ABOVE TABLE SHOWS ORIGINAL SHIPPING SCHEDULE. AS WAS APPROPRIATE, LARGEST PORTAION OF PROGRAM WENT TO COUNTRIES MOST SEVERELY AFFECTED BY DROUGHT ALTHOUGH JUSTIFICATION FOR FOREGOING COMMODITY LEVELS APPEAR TO HAVE BEEN BASED MAINLY ON ESTIMATES AND ABSORPTIVE CAPACTIIES OF VARIOUS COUNTRIES RATHER THAN REQUIREMENTS DETERMINED AS FUNCTION OF NUMBERS

OF RECIPIENTS. FOR EXAMPLE: IN MALI, UNICEF REPS HAVE FIRMLY STOOD ON FIGURE OF 5,000 MT FOR FY 75 BUT UNTIL RECEIPT OF REF P) WE HAD BEEN UNABLE TO OBTAIN INFORMATION ON NUMBERS OF BENEFICIARIES, RATES OF DISTRIBUTION OR STOCKS. UNICEF FY 1976 REQUEST FOR MALI (ALSO FOR 5,000 MT) DOES NOT APPEAR TO BE BASED ON PROVEN REQUIREMENT AND IS AT VARIANCE WITH BONFILS RECOMMENDATIONS FOR MALI OF 1,500 MT. UNICEF ABIDJAN INFORMED RFFPC THAT 400.5 -\$\$8589,-) 8: . 4317843\$ 8, :#-\$ *94 *6 75 BUT THIS WAS DISPUTED BY BOTH CDO AND UNICEF N'DJAMENA. RFFPC ABIDJAN AND UNICEF REP BONFILS IN OUAGA HAVE BEEN ADVISED THAT UNICEF/NY HAD RECEIVED REQUESTS FROM 10,400MT CISM REQUIREMENT FOR FY 76 (REF 9) BUT CONVERSATION WITH BONFILS HE STATED THAT HE HAD NO IDEA WHERE THIS LEVEL ORIGINATED AND THAT HE FAVORED PROGRAM AT 3,300 MT LEVEL (OF WHICH 1,400MT WOULD BE RESERVED). (MOORE INFORMED HIM THAT, NOTWITHSTANDING VARIOUS REASONS FOR RESERVE, IT WOULD BE VERY DIFFICULT TO OBTAIN AID CONCURRENCE FOR SUCH RESERVE.) IN DISCUSSION WITH UNICEF REP GUIBBERT, MOORE WAS INFORMED THAT NO DECISIONS FOR FY 1976 ICSM PROGRAM WOULD BE MADE UNTIL FALL 1975. UNDERSTAND UNICEF SPONSORING MEEING IN OUAGA BEGINNING JUNE 9 TO DISCUSS FUTURE NUTRITION ACTIVITIES IN SAHEL. WHILE BONFILE STATED THAT IN HIS OPINION MATTER OF IMPORVING NUTRITION LEVEL OF SAHEL VERY IMPORTANT, HE STRESSED EQUAL IMPORTANCE OF USING LOCALLY AVAILABLE RESOURECES (AND NOT DEPENDING ON IMPORTS). HENCE IT APPEARS THAT PROGRAMMING ICSM FOR FY 1976 STILL REQUIRES GREAT DEAL MORE UNCLASSIFIED

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WORK, IF INDEED THERE IS TO BE A NEW PROGRAM.

B) REPORTAING: REPORTS ON UTILIZATION OF ICSM FROM LOCAL GOVERNMENTS HAVE BEEN DIFFICULT TO OBTAIN AND REPORTS FROM AID OFFICES, INICEF REPS AND UNICEF WEST AFRICAN REGIONAL OFFICE (WARO) OFTEN VARY CONSIDERABLY. FOR EXAMPLE, WARO APRIL 1975 REPORTE STATES THAT 1,786,000 PERSONS BENEFITED FROM PROGRAM IN UPPER VOLTA WEHREAS REF F) STATED THAT NIETHER UNICEF NOR GOUV MINISTRY OF HEALTH HAD ANY INFORMATION ON NUMBER OF BENEFICIARIES NOR WAS THERE ANY WAY TO OBTAIN SUCH INFORMATION. IN MALI, UNICEF REPORT DATED JANUARY 17, 1975 SHOWS THAT 5,290 MT EITHER ARRIVED (OR WERE EXPECTED) DURING FY 1975 ALTHOUGH REPORT ONLY ADDRESSES DISTRIBUTION OF 1,630 MT. PER REF C)AND F) UNICEF HAS BEEN UNSUCCESSFUL IN OBTAINING IN NIGER, INFORMATION REQUESTED REF A). IT IS OBVIOUS THAT PRECISE DATA WILL ALWAYS BE DIFFICULT AND SOMETIMES IMPOSSIBLE TO OBTAIN FROM SAHELIAN GOVERNMENTS. IF GOVERNMENT SOURCES CANNOT PROVIDE INFO, IT IS INCUMBENT ON IMPLMENTING AGENCIES TO OBTAIN EVEN IF THIS ENTAILS EXTENSIVE TRAVEL. MINIMUM INFORMATION WOULD INCLUDE MONTHLY REPORT ON COMMODITY ARRIVALS, DISTRIBUTION RATES, DISTRIBUTION CENTERS, NUMBERS ON RECIPIENTS AND STOCK LEVELS.

3. IN ADDITION TO PROGRAMMING AND REPORTING, ANOTHER IMPORTANT AREA OF PROGRAM IMPLEMENTATION IS COMMODITY FORWARDING (FROM PORT CITIES TO SAHEL COUNTRIES). THIS APPEARS TO BE ONE AREA WHERE UNICEF REPS ARE ALMOST TOTALLY INACTIVE, AND AS FAR AS CAN BE DETERMINED, US AID'S EMBASSIES AND CONSULATES HAVE BEEN OBLIGED TO SPEND CONSIDERABLE TIME ON ARRANGING FORWARDING FOR UNICEF PROGRAM.

4. FURTHER PROBLEM AREA IN UNICEF OPERATION HERE SEEMS TO BE INTERNAL LINES OF RESPONSIBILITY/AUTHORITY WHICH APPEAR SOMEWHAT UNCLEAR. UNICEF REPS RESPONSIBLE FOR SAHEL COUNTRIES RESIDE IN DAKAR, ABIDJAN AND BRAZZAVILLE. IN-COUNTRY UNICEF PERSONNEL APPEAR GENERALLY TO BE VOLUNTEERS WITHOUT PROGRAMMING RESPONSIBILITY OR EXPERIENCE AND REPORT TO THEIR SUPERIORS IN COASTAL CITIES. HOWEVER, POSITION OF BONFILS IN OUAGA WHOSE PROGRAMMING RESPONSIBILITIES (ACCORDING TO HIM) RANGE FROM N'DJAMENA TO NOUAKCHOTT, WOULD APPEAR TO UNDERCUT OR UNCLASSIFIED

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AT LEAST CONFLICT WITH PROGRAMMING RESPONSIBILITIES OF UNICEF AREA REPS OF DAKAR, ABIDJAN AND BRAZZAVILLE (ASSUMING THEY HAVE SOME PROGRAM RESPONSIBILITIES). BONFILS INFORMED MOORE IN OUAGA IN MAY THAT HE WAS PREPARING RECOMMENDATIONS FY 1976 PROGRAM FOR ENTIRE SAHEL REGION (BONFILS STATED UNEQUIVOCALLY THAT HE WAS NOT RPT NOT RESPONSIBLE FOR UNICEF PROGRAM IN UPPER VOLTA WHICH IS HANDLED OUT OF ABIDJAN) BUT IT IS UNCLEAR WHAT ROLE THE AREA REPS PLAY IN PROGRAMMING PROCESS.

5. FUTURE OF PROGRAM, PER INFORMATION RECEIVED FROM USAIDS IN CHAD, GAMBIA, MAURITANIA AND SENEGAL, THERE IS PRESENTLY NO ICSM REQUIREMENT FOR FY 1976. PER REF O) NIGER, MALI AND UPPER VOLTA APPEAR TO WIS TO CONTINUE ICSM PROGRAM IN FY 1976 BUT, IN ADDITION TO WIDELY DIFFERING VIEWS ON PROGRAM LEVELS (UNICEF/NY 10,400 MT AND BONFILS 3,300 MT). UNICEF HAS YET TO PRESENT COMPELLING CASE FOR CONTINUATION OF PROGRAM.

6. RECOMMENDATIONS: WHILE RFFPC BELIEVES THAT WELL-STRUCTURED ICSM PROGRAM IN SAHELIAN COUNTRIES COULD PRODUCE SIGNIFICANT BENEFICIAL RESULTS IN MCH AND PRE-SCHOOL CATEGORIES, WHETHER PROGRAM WOULD BEST BE IMPLEMENTED VIA UNICEF OR OTHER AGENCY IS ANOTHER QUESTION. IF, HOWEVER UNICEF WOULD WISH TO CONTINUE ICSM DISTRIBUTIONS BELIEVE FOLLOWING BASIC ACTIONS REQUIRED:

A) IN ADDITION TO LOGISTICS PERSONNEL IN PORT CITIES EXPERIENCED PROGRAM PERSONNEL SHOULD BE PERMANENTLY ASSIGNED IN EACH COUNTRY OF OPERATION. IT WOULD APPEAR MORE LOGICAL TO HAVE PROGRAM DIRECTORS ASSIGNED IN RECEIPT COUNTRIES (RATHER THAN IN DAKAR, ABIDJAN AND BRAZZA AS AT PRESENT) AND LOGISTICS PERSONNEL ASSIGNED IN PORT CITIES TO EXPEDITE FORWARDING.

B) UNICEF COUNTRY REPS SHOULD BE RESPONSIBLE FOR PROGRAM DOCUMENTATION, AT MINIMUM, PROGRAM PLAN, AER, RSRS AND CSRS. ANY NEW PROGRAM SHOULD BE BASED ON DEMONSTRATED REQUIREMENTS AND PRECISE PROGRAM PLAN.

C) UNICEF SHOULD BE RESPONSIBLE FOR RECEIVING, STORING ARRANGING FREIGHT, ETC. FROM PORT CITIES TO RECIPIENT
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COUNTRIES.

D) INTERNAL LINES OF RESPONSIBILITY AND AUTHORITY AMONG VARIOUS UNICEF OFFICES IN WEST AFRICA AND SAHEL COUNTRIES SHOULD BE MORE CLEARLY DRAWN.
IF UNICEF CAN DEMONSTRATE ITS ABILITY TO IMPLEMENT TITLE II PROGRAM ALONG ABOVE LINE AND SUBSTANTIALLY ADHERE TO REQUIREMENTS OF AID REGULATION 11, RFFPC WOULD NOT OBJECT TO CONTINUATION OF ICSM PROGRAM UNDER UNICEF AUSPICES. IF NOT, BELIEVE THAT FURTHER SHIPMENTS TO SAHEL VIA UNICEF WILL PRODUCE RESULTS SIMILAR TO PAST, I.E., UNDOCUMENTED REQUIREMENTS LEVELS AND SPARSE REPORTING.
SMITH

UNQUOTE. KISSINGER

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